

**COUNTY OF SAN LUIS OBISPO BOARD OF SUPERVISORS
AGENDA ITEM TRANSMITTAL**

(1) DEPARTMENT Planning and Building	(2) MEETING DATE 11/25/2014	(3) CONTACT/PHONE Jay Johnson/781-4573	
(4) SUBJECT Request for authorization to process a Specific Plan, General Plan and Land Use Ordinance Amendment (LRP2014-00001 – Monarch Dunes Joint Venture LLC) to amend provisions of the Woodlands Specific Plan that would replace the Phase IIA/IIB golf course with crop production and other amenities, reduce the maximum size of the resort development, expand the list of allowable uses in the business park, relocate a portion of the retail development, redistribute residential units, rename the village to Monarch Dunes, and consider a potential increase in the number of allowable dwelling units. The site is in the Woodlands Village in the South County Inland subarea of the South County Planning Area. District 4.			
(5) RECOMMENDED ACTION It is recommended that the Board review the proposed amendments to the Woodlands Specific Plan, General Plan and Land Use Ordinance and determine whether to authorize processing.			
(6) FUNDING SOURCE(S) Application fee	(7) CURRENT YEAR FINANCIAL IMPACT \$0.00	(8) ANNUAL FINANCIAL IMPACT \$0.00	(9) BUDGETED? Yes
(10) AGENDA PLACEMENT <input type="checkbox"/> Consent <input type="checkbox"/> Presentation <input type="checkbox"/> Hearing (Time Est. ____) <input checked="" type="checkbox"/> Board Business (Time Est. <u>30 minutes</u>)			
(11) EXECUTED DOCUMENTS <input type="checkbox"/> Resolutions <input type="checkbox"/> Contracts <input type="checkbox"/> Ordinances <input checked="" type="checkbox"/> N/A			
(12) OUTLINE AGREEMENT REQUISITION NUMBER (OAR) N/A		(13) BUDGET ADJUSTMENT REQUIRED? BAR ID Number: <input type="checkbox"/> 4/5 Vote Required <input checked="" type="checkbox"/> N/A	
(14) LOCATION MAP Attached	(15) BUSINESS IMPACT STATEMENT? No	(16) AGENDA ITEM HISTORY <input checked="" type="checkbox"/> N/A Date: _____	
(17) ADMINISTRATIVE OFFICE REVIEW Lisa M. Howe			
(18) SUPERVISOR DISTRICT(S) District 4			

County of San Luis Obispo



TO: Board of Supervisors

FROM: Planning and Building / Jay Johnson/781-4573

VIA: Trevor Keith, Division Manager, Policy and Programs

DATE: 11/25/2014

SUBJECT: Request for authorization to process a Specific Plan, General Plan and Land Use Ordinance Amendment (LRP2014-00001 – Monarch Dunes Joint Venture LLC) to amend provisions of the Woodlands Specific Plan that would replace the Phase IIA/IIB golf course with crop production and other amenities, reduce the maximum size of the resort development, expand the list of allowable uses in the business park, relocate a portion of the retail development, redistribute residential units, rename the village to Monarch Dunes, and consider a potential increase in the number of allowable dwelling units. The site is in the Woodlands Village in the South County Inland subarea of the South County Planning Area. District 4.

RECOMMENDATION

It is recommended that the Board review the proposed amendments to the Woodlands Specific Plan, General Plan and Land Use Ordinance and determine whether to authorize processing.

DISCUSSION

Proposal

The applicant is proposing changes to the Woodland Specific Plan to allow them to seek land use entitlements to implement a revised development strategy to meet changes in market trends and demand. The changes would mostly affect Phases IIA and IIB that are currently undeveloped. The most notable of these changes involves the roughly 219 acres of open space planned for Phases IIA/IIB, which have a combined total area of about 340 acres. The key elements of the proposed Specific Plan amendment are as follows:

- Add Crop Production as an allowable use in the Recreation category (within Woodlands Village) and replace most the golf course with crop production (mostly wine grapes)
- Replace the remainder of the golf course with landscape and small-scale recreational features
- Reduce the size of the potential resort from 500 rooms to 300 rooms
- Expand the list of allowable uses in the business park to include Ag Processing and Food and Beverage Products
- Modify the village center to include a four-acre park
- Re-designate about four acres near the village center from Commercial Service to Recreation to be used for residential development and open space
- Redistribute residential units (please refer to the table below)
- Consider a potential increase in the maximum number of allowable residential units (a staff initiated request)
 - Relocate 20 future multi-family units from the village center to Phase IIA near the resort site
 - Transfer 11 single family units from Phase IB to Phase IIB
 - Reallocate 15 dwelling units from multi-family in Phase IA to single family in Phase IIA

The request will also require the following amendments to the Land Use and Circulation Elements (LUCE) of the County

General Plan and the Land Use Ordinance:

- Framework for Planning – Inland Area (LUCE Part I), The Area Plans (LUCE Part II), The Community/Village Plans (LUCE Part III): changes to maps and text to rename the village from Woodlands to Monarch Dunes
- The Official Maps (LUCE Part IV): land use category changes that correspond to the Specific Plan amendments
- Land Use Ordinance: various changes to text to rename the village from Woodlands to Monarch Dunes

Background

Woodlands Village is located on 957 acres on the Nipomo Mesa about two miles west of Nipomo. The Woodlands Specific Plan was originally approved in 1998. It allows 1,320 residential units, three golf courses, up to 140,000 square feet of commercial retail, up to 335,000 square feet of commercial service, a resort with up to 500 rooms, a ten-acre public park, various trails, pocket parks and a butterfly habitat area. The village is divided into four major phases: IA, IB, IIA and IIB.

Tentative Tract 2341, which covered the entire village site, was approved in 2002 along with the master Conditional Use Permit (CUP) that lays out permit requirements for subsequent entitlements. Each major phase requires CUP approval. The Phase IA CUP was approved at the same time the tract was approved in 2002. In 2004, the Specific Plan was amended to exchange the site for the multi-family development with a site that was originally part of the resort development, increase the allowable number of multi-family units from 80 to 100, and modify lot coverage standards for single family lots. The development of the first golf course and residential construction began in 2005. In 2006, the Phase IB CUP was approved. At this time, a combined total of 683 dwelling units have been completed in Phases IA and IB.

The following table shows the proposed change in the mix of residential units.

Residential Units in Woodlands Village				
	Allowable Units			Completed Units
	1998-2002	2002-current	Proposed	
Single Family	1,240	1,220	1,235	647
Multi-Family	80	100	85	36
Total	1,320	1,320	1,320	683

Staff recommends that an increase in residential units be considered as part of this authorization. If proposed, the location and number of units would be determined before completion of the project description for the Environmental Impact Report. Staff also recommends that the additional units address, in part, workforce housing.

Project Data

Planning Area: South County
Community: Woodlands Village
Assessor Parcel Number: Multiple
Supervisory District No. 4

Area: 957 acres

Topography: Gently to moderately sloping

Vegetation: Grasses, eucalyptus trees, ornamentals

Water Supply: Community system

Sewage Disposal: Community system

Existing Use and Improvements: Residential, recreational and commercial

Surrounding Land Uses (Land Use Categories)

North: Residences and nursery specialties (Residential Rural)

South: Undeveloped and row crops (Residential Rural and Agriculture)

East: Residences and nursery specialties (Residential Rural)

West: Residences, row crops and undeveloped (Residential Rural, Agriculture and Industrial)

General Plan Information

Land Use Element Category: Commercial Retail, Commercial Service and Recreation

Combining Designation: None

Community Planning Standards: Specific Plan included by reference

Authority

Unlike the processing of land use permits, the first step when considering requested changes to the general plan, specific plan or land use ordinance is for your Board to determine whether to initiate new legislation to change the rules. If you authorize this request for processing, the item will be scheduled for public hearings before the Planning Commission and your Board after the environmental review process and staff report are completed.

Appendix F of Framework for Planning – Part I of the Land Use Element (LUE) of the General Plan, provides guidelines for processing General Plan amendment requests. The guidelines include this step when your Board determines whether to authorize processing of the application. The Department of Planning and Building is to provide a preliminary analysis of the major issues likely to be involved in the request and the items that need to be studied in more detail. The Board should consider the following factors and any other issue raised by the proposal:

- Necessity – Are there policies in the LUE that make the proposal unnecessary or inappropriate?
- Timing – Is proposed amendment premature in relation to the inventory of similarly designated land and the timing of projected growth?
- Vicinity – Should the area of the proposed amendment be expanded or reduced based on the site's relationship with surrounding area and surrounding condition?

Staff Response

The major issues likely to be involved include potential impacts to the following environmental issue areas: water resources, agricultural resources, traffic, air quality and greenhouse gases, and visual impacts. Each of these issues will be analyzed, along with others, in a subsequent Environmental Impact Report (EIR), which the applicant has agreed to have prepared. The 1998 EIR will be relied upon to the extent feasible. There are preliminary indications that the buildout of the village under the proposed amendment scenario should have fewer impacts on water supply and traffic than buildout under the existing scenario. Although this may be considered by the decision makers when they evaluate the planning and policy aspects of the proposal, the EIR is required to look at impacts from the proposed project compared to the existing baseline (what currently exists) and the current environmental setting, and include mitigation accordingly. Other major issues likely to be involved include: crop production compatibility with on-site residential uses (please refer to the attached letter from the County Department of Agriculture), the continued provision of affordable housing, continued provisions for job generating uses and on-site shopping opportunities.

Necessity

The applicant proposes retain the same maximum amount of commercial floor area as currently described in the Specific Plan. The residential and commercial components of the Specific Plan are essential for the village's consistency with the County's Strategic Growth Principles, whereas the golf courses and resort are non-essential components for this consistency. Therefore, replacing the golf with another open space use and reducing the potential size of the resort do not affect the Specific Plan's overall consistency with the Strategic Growth Principles. However, the introduction of crop production into the village will need to be fully analyzed for land use compatibility with residential development. The applicant's supplemental project statement, attached, describes how the applicant proposes to address land use compatibility. The issue of adding crop production as an allowable use has had preliminary review by the County Department of Agriculture and discussions with the applicant. Please refer to the attached letter from the County Department of Agriculture that recommends, as a priority, that crop production not be authorized as an allowable use. Should crop production, as an allowable use, be authorized as part of this project, the County Department of Agriculture recommends incorporating all of the following:

- Consolidated residences and resort uses separated from consolidated crop production areas.
- Utilization of a linear separation between nonagricultural uses and crop production areas of between 200-600 feet as prescribed in the agriculture buffer policy.

- Controlled access to agricultural production areas.
- Other site specific mitigation.

Timing

The applicant proposes that Phases IIA and IIB switch order. Except for the resort site, both phases contain only residential development and open space. The resort site will remain in Phase IIA. Therefore, switching the order of these two phases does not significantly affect the land use inventory or timing of growth in the village. It is also important to note that the Specific Plan does not require preceding phases to be built-out before starting subsequent phases. The applicant's proposal to move 20 multi-family units from Phase IA into Phase IIA should not affect the timing for the development of multi-family dwellings because, at this time, only 36 units of the previously approved 80 units have been built. Under the applicant's proposal, a total 65 multi-family units could be built within Phase IA and another 20 in Phase IIA. Should the demand for multi-family units accelerate, development of units within Phase IIA may be advanced as provided for in the Specific Plan. The proposed reduction of multi-family units could be viewed as premature if there were a shortage of RMF-zoned land in the Nipomo Mesa area. However, at this time there is not a shortage of RMF-zoned land in the area.

Vicinity

This proposal does not include changes to the Village Reserve Line. However, potential land use compatibilities should also consider other nearby residences east of the site and potential users of the trail system within Phases IIA and IIB.

Authorization Options

Your Board should consider the following options as part of your discussions when considering whether to authorize this project for processing:

1. **Authorize as Requested.** Authorize the application for processing as requested to amend the Woodlands Specific Plan as described in this report, and in addition:
 - Amend the Official Maps (Part IV of the LUCE) for corresponding land use category changes
 - Amend Framework for Planning – Inland Area (LUCE Part I), The Area Plans (LUCE Part II), the Community/Village Plans (LUCE Part III) and the Land Use Ordinance to make various changes to maps and text to rename the village from Woodlands to Monarch Dunes.
2. **Authorize a Revised Scope.** Authorize the application for processing, as described in number 1 above, with revisions based on Board direction.
3. **Do Not Authorize.** Do not authorize the processing of this application.

OTHER AGENCY INVOLVEMENT/IMPACT

If the project is authorized for processing, the application will be referred to all applicable agencies and community advisory bodies. Preliminary review has been conducted by the County Department of Agriculture.

FINANCIAL CONSIDERATIONS

The applicant has paid a deposit and has agreed to process the amendments under a Real Time Billing Agreement, which will allow for the recovery of the actual cost of processing, and the applicant is required to fund the preparation of a subsequent EIR.

RESULTS

Authorization of this amendment application will allow continued processing, including preparation of an EIR, draft

amendments to the Woodlands Specific Plan, the LUCE and the Land Use Ordinance, and public hearings at the Planning Commission and Board of Supervisors. Not authorizing the application will stop the further processing of the proposed amendments; this applicant and other landowners in Woodlands Village may continue to pursue land use entitlements pursuant to the existing Woodlands Specific Plan.

ATTACHMENTS

1. Graphics
2. Applicant's Supplemental Project Statement
3. Letter from Department of Agriculture